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AUTHOR Nicolaides, Nitsa; Gaynor, Alan
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ABSTRACT

Course syllabi for administrative and organizational theory courses offered in universities affiliated with the University Council for Educational Administration are analyzed. The relative extent to which four schools of though (traditional, phenomenology, ethnomethodology, and critical theory) contribute topics, themes, and concepts to the courses described in 36 syllabi is examined. Five central themes were extracted: (1) theoretical and historical foundations; (2) process and change; (3) sociopolitical structures; (4) leadership; and (5) culture and symbols. Findings are compared with the main recommendations proposed in "The Report and Papers of the National Commission on Excellence in Educational Administration." Implications of the findings are related to the important challenges currently facing the field of education. The major conclusion of the study is that teaching in these courses is limited to topics and themes shaped by traditional perspectives. Alternative perspectives are underrepresented in the courses examined. Issues such as those dealing with race, gender, ethnicity, and social class are similarly underrepresented. Appended is a syllabi bibliography. (30 references) (SI)

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The Knowledge Base Informing the Teaching of Administrative and Organizational Theory in UCEA Universities: Empirical and Interpretive Perspectives

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NOTES ON REFORM

No. 5, December 1989

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The Knowledge Base Informing the Teaching of Administrative and Organizational Theory in UCEA Universities: Empirical and Interpretive Prespectives

Nitsa Nicolaides
Pedagogical Institute of Cyprus

Alan Gaynor
Boston University

NOTES ON REFORM

Notes on Reform is a publication of the National Policy Board for Educational Administration. The purpose of this series is to disseminate information about programs, projects, ideas, or issues related to the improvement of preparation programs for school administrators. Program descriptions, project evaluations, strategies for improvement, research reports, policy proposals, think pieces -- or any other form of information about innovations or proposed program improvements in educational administration -- could be a source of ideas for others interested in reforming our field. Requests should be forwarded to staff headquarters for the National Policy Board: University of Virginia, Curry School of Education, 405 Emmet Street, Charlottesville, VA 22903, attention Terry A. Astuto or Linda C. Winner (Co-Editors), or Deborah A. Polen (Assistant Editor), (804-924-0583).

THE KNOWLEDGE BASE INFORMING THE TEACHING OF ADMINISTRATIVE AND ORGANIZATIONAL THEORY IN UCEA UNIVERSITIES: EMPIRICAL AND INTERPRETIVE PERSPECTIVES

What is being taught in doctoral-level courses in administrative and organizational theory in preparation programs for educational administrators? What schools of thought dominate: functionalism, phenomenology, ethnomethodology, critical theory? What concepts and ideas are addressed most frequently? This paper is a report of an analysis of course syllabi for administrative and organizational theory courses offered in universities affiliated with the University Council for Educational Administration (UCEA). The purposes of the study were to:

1. Determine the relative extent to which the four schools of thought contribute topics, themes and concepts to the courses described in the 36 syllabi that were examined;

2. Compare the findings with the main recommendations proposed in The Report and Papers of the National Commission on Excellence in Educational Administration (Griffiths, et al., 1988);

3. Highlight the implications of the findings in relation to the important challenges currently facing the field of education.

Methodologically the study exemplified a hermeneutical cycle. This cycle was achieved by synthesizing the various insights gained in the process of describing, analyzing, comparing, contrasting, and interpreting the information from the content analysis, the syllabi, and the four schools of thought represented in the literature.

The analysis of the syllabi, taken overall, indicated that the course content subscribes to a perspective that socializes graduates intellectually and theoretically to *mainstream interpretations of educational administration* and to general systems theory in particular. The major conclusion of the study is that, with a few notable exceptions, teaching in these courses is limited to topics and themes shaped by traditional perspectives. Alternative perspectives, such as phenomenology, ethnomethodology, and radical humanism, which are widely discussed in the scholarly literature, are under-represented in the courses examined. Issues such as those dealing with race, gender, ethnicity, and social class are similarly under-represented.

At the same time, *examining less frequent topics and themes* in the syllabi suggests an emerging trend toward the interpretive perspective. This trend is definitely evident in topics dealing with qualitative research methodology. Least frequent, but discernible, is a trend toward critical theory perspectives. However, this minority trend stands in contrast to the dominance of mainstream thought among the majority of the professors whose syllabi were examined.

Nitsa Nicolaides
Pedagogical Institute of Cyprus

Alan Gaynor
Boston University

THE KNOWLEDGE BASE INFORMING THE TEACHING OF ADMINISTRATIVE AND ORGANIZATIONAL THEORY IN UCEA UNIVERSITIES: EMPIRICAL AND INTERPRETIVE PERSPECTIVES

A wave of national reports issued from 1983 to 1987 sought means of improving schooling and the quality of the teaching profession. A Nation at Risk (1983), Action for Excellence (1983), High School (Boyer, 1983), and The Paideia Proposal (Adler, 1982) reflect concerns with equality of opportunity or declining economic conditions. It is in the context of these concerns and goals of American education that the reports advocate major changes in the public schools.

The Carnegie Task Force argues that the problem with education is imbedded in the history of the administrative structure of schooling, designed after the factory's bureaucratic model, emphasizing routinized skills for routinized work. From this perspective, one solution is to restructure the teaching profession to provide education for a knowledge-based economy rather than transmitting mechanical skills.

What is of importance to the context of this research is the ensuing intensified debate that has resulted over the distribution of political, economic, and social knowledge in school curricula, and its contribution to issues of equity and access. The debate illustrates how problematic the relationship is between national policy goals, schooling, and the teaching profession when changes for advancement are justified mainly for their contribution to economic concerns.

In essence, the results of the 1983 reform wave were "refashioned compromises between competing values of excellence and equity, between the interest of the individual and those of the larger group" (Cuban, 1988, p. 33). They were compromises because any attempt to strike a balance between the academic/vocational orientations in terms of knowledge, on the one hand, and issues of equity on

the other have always been entangled with conceptions of democracy that envision education for citizenship and transformation of work.

Some observers perceive that this first wave of reports has brought about a "dramatic reversal in the semantics guiding the goals and means of federal education" (Boyd, 1988, p. 303). Clark and Astuto (1986) have characterized the extent of the reversal as a major shift in emphasis away from the values and policies of the 1960s and 1970s. In their view, the shift is from equity to excellence, from needs to ability and selection, from regulation and enforcement to deregulation, from common schooling to parental choice and institutional competition, and from social welfare concerns to economic productivity concerns.

Three themes dominate the recent reform reports: achievement, assessment, accountability. All three are to be accomplished by rigorous academic standards for enrollment and graduation for students, teachers, and administrators. Recommendations by the nation's governors emanating from the President's Educational Summit echo these same strains. Despite rhetoric about reducing dropouts, increasing academic performance of at-risk students, and dealing with functional illiteracy, the recommendations fundamentally reinforce themes of accountability and international competitiveness. The emphasis in the statements that came out of the Summit was on national goals and standards and on productivity, not on how gross productivity gains should be equitably distributed across ethnic, racial, and social class lines.

Cuban (1988) suggests that issues of equity and access emerged as unresolved dilemmas inherent in the historic design of American education. As such, only a radical structural change in the design itself can facilitate their resolution. In his view, as long as educational reforms are redefined with unaltered existing structures, the conflicts are compromised and the dilemmas recede, only to reappear

later over another social crisis. In this way dilemmas serve as sources of tension over organizational changes.

From a sociological perspective, Turner (1988) argues that the analysis of critical events in social crisis (e.g., schooling) identifies "anti-structure periods," during which "role differentiation gives way to expressive community life and societies reformulate fundamental orientations" (p. 140). With hindsight, one realizes the relevance of these observations to the current call for restructuring the role of school administrators and the curricula of university preparation programs. The 1987 National Commission on Excellence on Educational Administration (Griffiths, et al., 1988) recommended the reconceptualization of the administrator's professional role around the notion of a "professional intellectual leader." This view is echoed in the 1989 recommendations of the National Policy Board for Educational Administration. The most distinct features of this new role are of a symbolic, academic, political, and managerial quality.

To this end, selection, recruitment, program content, professional socialization, and clinical experience are major areas of reassessment and restructuring since "the preparation is not available, and concepts of how schools must be organized and led are not widely held" (Griffiths, et al., 1988, p. 8). It follows that the knowledge base informing preparation programs should be about educating, administering, and leading. Three questions seem central to the debate:

- First, what is it at the heart of an educational system that defines what it means to be an educated administrator?
- Second, what fundamental qualities of the educator as leader can be transformed into democratic administering of schooling and education?
- Third, which theoretical frameworks might appropriately support the knowledge base of programs that prepare administrators for all three needs, and how are these organized for educational leadership?

Answers to these questions are currently the most contestable topics debated. Apart from definitional difficulties, there is general disagreement among scholars and practitioners about the form and direction that the reconceptualization of the knowledge base might take in terms of theory, technical skills, and general principles. In particular, those designing the programs need "to consider more readily the current developments in the field of organizational and administrative theory and the alternatives available" (Foster, 1988, p. 83).

Thus, theory, no less than education itself, is a controversial topic in the literature of educational administration. This is so because the traditional theoretical approach that has been guiding the knowledge base of preparation programs is inconsistent with the nature of the problems challenging school administrators in the current social context.

Central challenges are inequality and the rate of poverty. The former has increased despite efforts to the contrary, and the latter remains higher than it was during the 1970s (Sawhill, 1988, p. 8). In 1986, 14% of all Americans had incomes below the poverty level. Some of these poor "are members of the 'underclass,' a small but rapidly increasing group characterized by welfare-dependency, female-headed families, male joblessness, and youth at risk" (Sawhill, 1988, p. 2). The latter are predominantly minority and are likely to be poorly educated. They are also more likely to be without choice, "unempowered, passive and even alienated from the educational process" (Seeley, 1987, p. 85).

The complexity and interdependence of the variables involved suggest a similarly complex approach to the overall contextual analysis of the problem. A central task of our research has been to formulate the conceptual framework within which to approach the overall contextual analysis of the problem. The perspective taken is complex and critical because of the nature and interdependence of the

variables involved in the reconceptualization of programs of educational significance. Figure 1 illustrates the conceptual framework that maps the variables identified in the discussion of educational reform. They include theoretical, ideological, political, economic, cultural, social, religious, psychological, and educational variables. All the variables interact with an historical and cultural context which may underplay or overplay one against the other.

The four concentric circles, while interpenetrating each other, have discernible content in terms of assumptions, attitudes, values, and beliefs, which, for the purpose of analysis, can be examined separately. However, as Alexander (1987) points out, the theoretical cannot be conflated with the historical. For instance, Weberianism as a theoretical framework has attracted theorists within functionalism and radical humanism. Yet, Weberianism cannot be equated with the notion of "technical rationality," which can be traced back to the ideology of classical management. However, both theoretical and ideological orientations affect each other and become significant forces that circumscribe perception and attitudes. This interplay impacts on the social, political, cultural, religious, economic, and psychological variables that constitute the immediate environment of educational reforms.

The reform of administrator preparation programs is central in the framework because of its importance in the study. At the same time its position suggests that educational reform is one among many variables that affect education. As such, reforms alone are of limited restructuring power in relation to the social, academic, economic, and political purposes of schooling.

The framework also suggests that educational reforms are mediated by prior theoretical, ideological, and political commitments. Such commitments result in tensions between the macro-level structures (district/state/federal) and the micro-

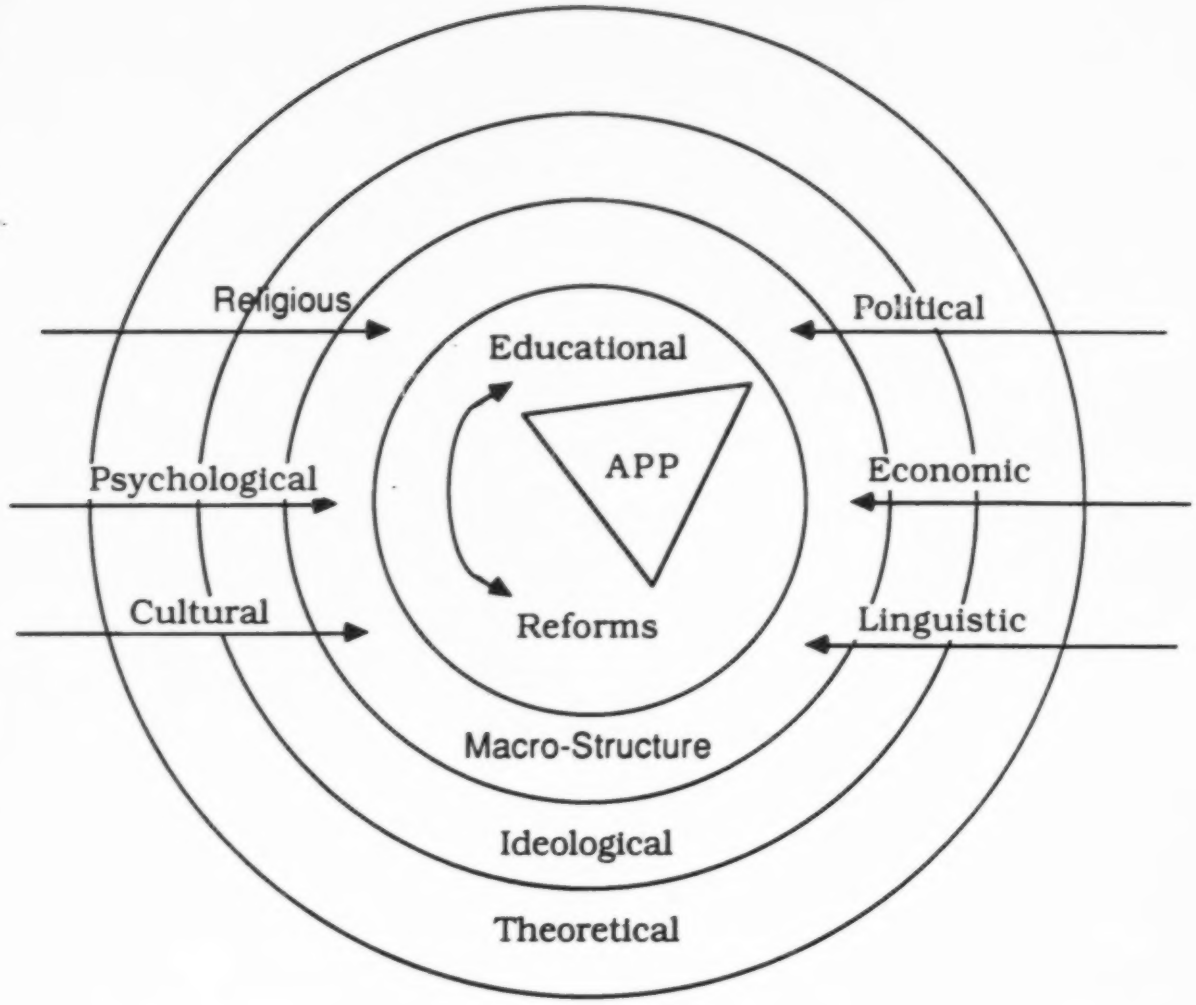

Figure 1. Schematic Summary of the Framework Used for the Study's Contextual Analysis.

level (family, school, community). This tension surfaces because of the uniform macro-distribution of constitutional rights and the asymmetrical micro-distribution of income, status, and privileges which, in turn, affects the purposes of education. Over time, this tension results in educational crisis. Educational reforms, then, emerge as corrective or innovative means which attempt to lessen the tension.

THE RESEARCH PROBLEM

What is the knowledge base of administrative and organizational theory that currently informs doctoral administrator preparation programs in the member universities of the University Council for Educational Administration (UCEA)? Specifically:

1. **Perspectives**: What are the key theoretical frameworks that represent the conceptual lenses currently being used to describe and explain educational administrative and organizational theory?

2. **Origins**: What are the foundational sources of key concepts, (e.g., power, integration, conflict), topics and themes, that are connected with these frameworks?

3. **Processes**: What are the dominant concepts, topics, and themes that pertain to educational administrative processes (e.g., decision making, leadership)?

4. **Structures**: What are the main concepts, topics, and themes that explain the linkages between the macro-institutional structures (e.g., district, state, federal, corporations), and the micro-structures (e.g., family, school, community)?

Rationale for the Research

A "theoretical explanation," Turner (1988) points out, must simplify and "pull away" from details of situations in order to capture what is "timeless and invariable" (p. 13). In contrast, an historical explanation or description involves understanding the unique, idiosyncratic features of the situation. In our view both perspectives are necessary in policy analysis. Initial theorizing in administrative

and organizational theories cannot be fully grasped when removed from the historical context that has created them in the first place.

Indeed, the reason for choosing to explore the theoretical underpinnings that currently inform the knowledge base of administrator preparation programs is due to the particular historical conditions in the United States that strongly point to the need for program reconceptualization. Three major events highlight this need: the recent waves of educational reform; the recommendations made by the commissioned papers included in Griffiths, et al. (1988); and the evolution of important new perspectives on educational administration.

Conceptual leads that make the cutting edge of theoretical development are shaped by a wider socio-cultural context. International economic competition, defense requirements, unemployment, indices of illiteracy, drop out rates, and youth-at-risk have created major controversy over the purposes of education and the adequacy of administrator preparation programs.

At the same time practitioners criticize what they perceive as the irrelevancy of administrative theory to the complex realities of their daily practices. Since education is thought of as an applied science, the practitioners perceive their complaints to be legitimate. Therefore, the nature and the degree of symmetry between theory and practice becomes a critical issue in the reconceptualization of the preparation programs. Substantial agreement exists among scholars of educational administration that there can be no effective practice without the mediation of relevant theoretical formulations.

So critical is the question of the relationship between theory and practice that the academic community is itself divided over which among rival theoretical alternatives are better positioned to solve the political, theoretical, and practical problems of the field. Consequently, the critical task is not only to examine each

perspective's key assumptions and arguments, but also to describe what is actually being taught in terms of theory.

Since the theoretical component of the knowledge base of preparation programs has been rendered problematic by at least three important cultures -- the wider public (that assimilates and recreates education), practitioners (who transform and transmit education), and academicians (who create and disseminate education) -- it is of great importance to look into the sources of controversy.

As the three cultures interpenetrate each other in dynamic ways, they simultaneously create symbolic and material tensions that constrain or enhance development in all three. Taking into consideration the current ferment of educational reform, it is important to map and reflect on the resulting terrain. Such mapping and reflection extend far beyond what is really being described. They touch upon tacit meanings of knowledge which are fundamental in grasping and conceptualizing not only what gives education its value, but also what kind of life is worth struggling for. So far the evidence in educational administration does not show how strong the case is for the value considerations in preparation programs.

The significance of this study can be argued on several grounds:

1. The study maps the central concepts being taught in theory classes to the theoretical perspectives that the professorate has judged as appropriate means to guide, explain, and interpret the education of administrators.

2. The study provides a context to examine the theoretical, intellectual, political, and practical positions of emerging perspectives.

3. The study invites discussion of such pressing topics as the theory/practice gap, methodology of inquiry, and negotiated spheres of interest. This is important since recent reappraisals of the knowledge base of administrator preparation programs suggest that the theory/practice reconciliation is precarious, dissociated, and conflictual.

4. The results make available important and useful information about topics, concepts, themes, and sources to teachers and scholars in the field of educational administration. Moreover, they provide an intellectual framework for interpreting the teaching of theory in educational administration.

Limitations

Developing data from only the course syllabi does not, of course, expose a full range of knowledge about the professors' intentions. Contextual information is lacking about the possible effects of language, gender, ethnicity, class, motivation, and attitudes by which professors, with their students, negotiate and redefine the "text" of the course in crucial ways. Furthermore, "encampment" of various theorists in "schools of thought" made it difficult to discern ideas that have been used in educational administrative and organizational theory by scholars who work with amalgams of theory. For example, Weber's ideas have been incorporated into all four of Burrell and Morgan's (1979) paradigms. But in educational administration Weber has been used mostly by functionalist analysts, who often misinterpret his concept of technical rationality. Thus, the subjective interpretation in the study of the meaning of the syllabi does not necessarily coincide with the professors' intentions in constructing the syllabi in the first place. Moreover, the approach used in analyzing the syllabi in this study is not the only way to analyze them.

CONCEPTUAL FRAMEWORK

The conceptual structure of this research (i.e., clusters of related concepts) reflects a judgment that systematic and critical reflection on varied frameworks can elucidate theory-oriented research in educational administration. These frameworks are created by theorists who pose questions from which empirical studies are designed and on the basis of which we interpret the results (Alexander, 1988). What differentiates them are the questions they raise and the methodologies by which they arrived at the answers.

Two major assumptions have contributed to the conceptual framework. First, theory is necessary whether one starts with universal core concepts that are highly privileged (e.g., democracy, education, equity) or with context specific concepts

(e.g., curriculum, teaching techniques). Moreover, these concepts need to be understood within social structures, the forces outside the contingent actor, not only as material but also as moral and symbolic phenomena (Alexander, 1988, p. 3).

Such a conceptualization of the "symbolic and material structures," Alexander suggests, "must be conceived in a manner that recognizes the continual possibility of their fundamental reformulation" (p. 3). A central assumption is that dimensions of meaning -- for instance, of equity in educating or leading -- point to the importance of culture, cultural politics, and sensemaking as significant concepts in educational administrative theory.

A second assumption is that educational administrative theories start with the people in organizations where there is continuous social interaction. Theorists need to describe adequately people's behavior, perceptions, values, feelings, and expectations. Moreover, they need to examine how to connect them meaningfully to organizational structures and processes both external and internal to educational organizations (Foster, 1988).

Both assumptions suggest that the purposes of schooling and education are determined both externally at the macro-level (locally, nationally, internationally), and internally at the micro-level (e.g., in the family and at the school site). This complex influence occurs because various groups (politicians, citizens, professionals) often voice ideologically conflicting positions. Under such conditions educational organizations become negotiated spheres of influence with ambitious interest groups competing for center stage, while holding asymmetrical resources of information, skills, and power. Such differentiated power resources form symbolic and material constraints that may facilitate or inhibit administrative and organizational reformulations.

With these general assumptions in mind, the label "educational administrative and organizational theory" is used as a general cover term for this research. "Educational" is emphasized. The various non-educational perspectives explored are looked into particularly in terms of their impact and implications for educational administrative practices. Within this framework a knowledge base is perceived as a network of interrelated "concepts, events, and facts" (Gowin, 1981).

The position taken is that educative events are the essence of educational administration. This position supports a differentiated conception of educational administration rather than the common notion that administration qua administration can be used as a general concept for educational settings, corporations, hospitals, and prisons alike. The generic concept often fails to make essential contextual distinctions which in turn affect the conceptual structure of educational administration.

Why is such differentiation crucial? Because the lack of adequate differentiation has often led educational theorizing to the fallacy of misplaced concreteness. As long as the contextual distinctions among educational settings, corporations, hospitals, and prisons remain unclear, the conceptual underpinnings also remain confused. Even though there are important similarities among these contexts in terms of interaction of actors, structures, and processes, there are also significant differences. The analyses put forward in this research emphasize the primacy of distinctions between what is and is not education over assertions about what is and is not administrative (Gowin, 1981).

PROCEDURES

This study had a three-phase format that built upon three basic components with differentiated analytic structures. *Phase I: The Descriptive Analytic*

Component described the knowledge base that informs the teaching of educational administrative and organizational theory for doctoral programs at UCEA-affiliated universities. The description is based on an examination of syllabi from professors at these UCEA institutions. *Phase II: The Explanatory-Ideological Component* explored the main theses of four schools of educational administrative theory which represent the major emerging perspectives in the field. *Phase III: The Interpretive-Comparative Component* thematically compared and contrasted the maps of what is currently taught (Phase I) and the key arguments put forward about what is thought to be professionally necessary (Phase II). Figure 2 depicts the schematic representation of the study's design.

Data collection followed the general qualitative research guidelines suggested by Taylor and Bogdan (1984). The approach, inclusive rather than exclusive, selected samples that captured not only sameness but diversity as well (Pitner, 1988). The data base central to this research was drawn from the content analysis of 36 course syllabi. The purposes, activities, and evaluations associated with them are also described. The following procedures were followed for data collection and analysis.

Step 1: Scanning the Domain

Three letters were sent to all 50 UCEA member universities explaining the nature of the research and requesting information and collaboration. The first mailing requesting course catalogues was sent out in September, 1988. From those catalogues a tentative list of professors teaching courses titled "Educational Administrative Theory or Organizational Theory" was prepared. A second letter was sent to chairs of departments of education and to UCEA plenary representatives in early December, 1988. This letter included the names of professors and courses we identified and also requested that our letter be forwarded to those professors

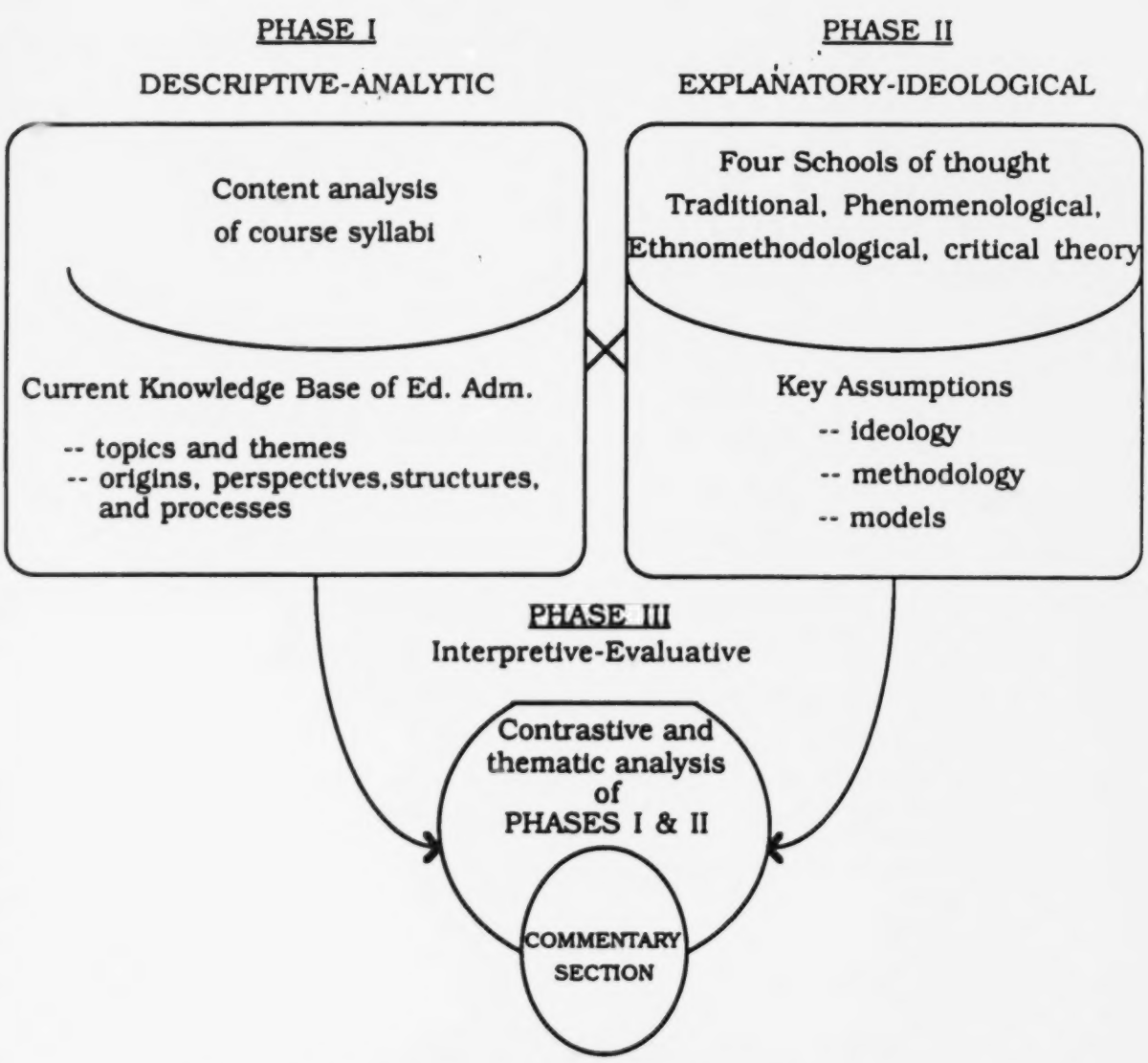

Figure 2. The Outline of the Research's Conceptual Framework and Design.

who taught courses relevant to the research but whom we had not identified through the catalogues. A great number of the respondents suggested other relevant courses and professors. Initially 25 universities responded and 40 syllabi were collected by the middle of February. A third letter was sent to those universities that had not responded. Twelve more universities responded. From Winter, 1988, to Spring, 1989, 37 universities responded. Sixty-one professors contributed 70 syllabi which became the initial data sources. Table 1 presents information on the number of professors and the number of syllabi collected.

Table 1

Respondents to Request for Course Syllabi

Gender	Frequency	Number of Syllabi
Male	44	55
Female	11	12
Male & Female	6	3
Total	61	70

Step 2: Data Base Formation

All 70 syllabi were reviewed in order to determine their relevance to the research. This overview provided an excellent sense of the theoretical whole across all of the courses represented by the syllabi. It allowed for a tentative clustering of topics across syllabi by means of surface observation. Three selection criteria were used for the data base development:

- Course descriptors: The focus was on courses identified by the descriptors, "Administrative and Organizational Theory";
- Level of program: The courses were primarily designed for doctoral students;

- o Syllabus format: The format included topics, goals, objectives, required textbooks, readings, and evaluations that could be described and analyzed.

Initially eleven syllabi were excluded because they focused on supervision, issues in education, policy studies, philosophy of education, or courses in any combination of these, but only cursorily on theory. Five major course orientations were identified after surveying the remaining 59 syllabi representing 30 universities:

1. Introductory or Foundational Courses

   - o philosophy
   - o politics
   - o sociology
   - o theory
   - o research

2. Organization & Administration

   - o theory
   - o research
   - o practice

3. Organizational Processes

   - o educational change
   - o leadership

4. Seminars

   - o theory
   - o research

5. Administration & Schools

Step 3: Selection of Syllabi for Focused Description

After examining the objectives, concepts, and topics of these five orientations, it was decided to focus initially on only thirty-six syllabi (of the 59) for in-depth description and analysis. This decision was made because the focus of the research was on the knowledge base that informs the theoretical domain of Educational

Administrative and Organizational Theory and the focus of those 36 courses was exclusively on theory. The course titles were:

1. Organization Theory & Education (29 syllabi);
2. Organizational Processes (4 syllabi);
3. Advanced Theory (2 syllabi: Seminars);
4. Leadership in Education (1 syllabus).

At this point in the research, 34 syllabi had been excluded from the primary analysis. Thirteen of these dealt with "foundations" and "research." These two orientations were subsequently partially described. There were several reasons for this decision:

1. At some of the universities that responded to the survey, the foundational courses were prerequisite for the theory courses;

2. The research courses often included information about the interpretive paradigm as an emerging influence on educational theory, information that was not always evident in the theory courses, per se; and

3. The sequences in some universities of foundational, research, and theory courses revealed a developmental view of doctoral study. The unexpected availability of these course syllabi provided a special opportunity to examine important sequences of study at the doctoral level.

Step 4: Summary of Course Content, Goals and Pedagogy, and Evaluation

Each of the thirty-six syllabi was summarized and numbered. Main goals and objectives, topics, concepts, required textbooks and readings, basic skill areas (cognitive and practical), selected field-based activities, and forms of evaluation were recorded. The most frequent or infrequent, similar or dissimilar concepts were recorded. In addition, clusters of ideas across syllabi were identified and recorded. Regularities or irregularities derived by extended observation of any one of the elements within and across syllabi were noted. Relevant inventories were developed.

Step 5: Recording and Coding Organizer Concepts

Major concepts describing topics in each one of the thirty-six syllabi were recorded and coded. The technique followed for this step was concept analysis. As Gowin (1981) points out "doing research is not merely gathering data. It is

gathering ideas and thoughts as well . . . Statistical analysis is not concept analysis; it is *data* analysis" (Gowin, 1981, p. 31; italics in the original).

Concepts, therefore, were used as units of analysis for the initial recording and coding of data. Topic concepts were called organizers and provided topic identification and coherence and suggested a conceptual category. The conceptual categories included correlated concepts associated with the topic organizer.

There were several reasons for this technique. First, theory involves set(s) of concepts and this analysis was focused on the theoretical component of the research. Consequently, a concept analysis was the most appropriate means to start examining the syllabi. Secondly, some syllabi had single-word topics; others had a two-word topic and single concepts as sub-units. For instance:

1. TOPIC: Decisionmaking

2. TOPIC: Role Theory
   - o Communication
   - o Decision-making

In both instances the concept "decisionmaking" was recorded once per syllabus as decisionmaking, regardless of its framing as an organizer concept for topic one or as a correlated concept to role theory in topic two.

Frequencies of concepts across syllabi were counted and recorded. This technique made possible the recording of a concept's frequency or infrequency. Had the analysis focused on topics only, concepts such as values, ethics, equity, and gender would not have lent themselves easily for inclusion, since these concepts were generally included only as correlated concepts under larger topic headings.

For instance, "values" never appeared as a topic heading; it was used infrequently as a sub-unit under leadership, culture, and education. On the other hand, the concept "leadership" often appeared as a topic organizer and was correlated typically not with "values" but with "communication," "planning," or "conflict." Such associative configurations allowed frequently represented and

underrepresented concepts to emerge naturally. Table 2 illustrates how the concepts of leadership, systems theory, decision making, and communication were categorized. Information about the full range of topics and concepts in the 36 syllabi is included in Nicolaides (1989).

Table 2

Illustrations of Categories for Recording and Coding Organizer Concepts

Topic Organizer Concepts	Code	Correlated Concepts	Frequency Per Syllabus
Leadership	(LD)	Motivation Communication Decision Making Conflict Management	22
Decision Making	(DM)	Theory and Practice Planning, Coordination Cooperation for Management Theories and Models Conflict-Management Political/Legislature	20
Systems Theory	(SS)	Open-Closed General Systems Theory Socio-Political Theories Functional	19
Bureaucracy	(BUR)	Professional Interface Organizations as Machines Authority-Control Classical Bureaucracy Weberian Approach	19
Communication	(CM)	Theories Planning Models Content vs. Process Information Sources Interpersonal	17

Step 6: Conceptual Category Formation

Thirty-two conceptual categories were identified in the course of this analysis. Each category was comprised of an organizer concept together with its cluster of correlated concepts.

Step 7: Incorporation of the Conceptual Categories into Frameworks

These 32 conceptual categories were further combined into a small number of theoretical frameworks, each identified with its dominant organizer topic, i.e., with the organizer topic with which it was most frequently identified across syllabi. For example, "culture" often was identified as a topic together with either "climate" or "values" or both. However, "climate" and "values" rarely occurred without "culture." Therefore, the theoretical framework that was identified through the observed correlation of these three organizer concepts was labeled "Cultural Framework."

Example: "Cultural Framework"

Included Conceptual Categories: "Culture"
"Climate"
"Values"

This subcategorization resulted in a conceptual map of ten composite categories or frameworks:

F1: Historical-Theoretical Framework: Human Relations; Bureaucracy; Functionalism

F2: Processual Framework: Decision Making-Planning; Change-Innovation; Maintenance

F3: Structural Framework: State/Federal/Institutional; District/Community/School; Macro/Micro-Structures

F4: Technical Framework: Management Strategies; Application Techniques; Models/Tools

F5: Socio-Political Framework: Power, Control, Conflict

F6: Cultural Framework: Climate; Values, Attitudes, Beliefs; Language

F7: Symbolic Framework: Myths/Stories; Rituals; Ceremonies;

F8: Ethical Framework: Morals

F9: Leadership Framework: Roles/Actors; Communication; Motivation

F10: New Perspectives: Loose/Tight Coupling; Garbage Can Model

Step 8: Development of Thematic Component and Abstraction of Themes

Figure 3 presents the conceptual map of frameworks of the knowledge base identified through the concept analysis of the 26 syllabi. Although this mapping appears to imply static uniformity of frameworks, this is not the case. The range of emphasis of topics within and across frameworks varied across syllabi. For instance, the leadership framework, situated centrally on the map, was a topic touched by almost all syllabi. Yet, while one syllabus had its course content structured mainly around this theme, another had it as topic or sub-topic among others.

As indicated earlier, the correlated concept, "Values," was less frequently addressed than leadership. Both were mapped in order that this variation be accounted for in the analysis. Thus, less typical concepts were also mapped in order to highlight important differences in frequency and to emphasize possible trends. Differences in frequencies are explained in the thematic analysis that follows. The mapping of the frameworks was based on a technique outlined by Gowin (1981) and on notions of typification and trustability for validity. Evidence was gathered across syllabi as pointed out by Erickson (1989).

Figure 3. A Conceptual Map of Administrative and Organizational Theory Illustrating Linkages among Conceptual Figures Emerging Out of the Syllabi

Summary of Steps Involved in Concept Analysis

- o Summarizing syllabi content
- o Recording and coding organizer and correlated concepts
- o Forming conceptual categories
- o Incorporating categories into frameworks
- o Abstracting themes by embedding the frameworks into a thematic component

THEMATIC ANALYSIS

Five central themes were extracted from the analysis of the 10 conceptual frameworks which incorporated the 32 conceptual categories of the syllabi's theoretical structure. Most of the concepts were interwoven in the various frameworks in a complex way. For instance, themes on process and structures were often combined in one major topic. Such combination suggested not only the interconnectedness of the two in one framework but also their dynamic interaction. Consequently, extracting central concepts by combining and recombining them in new ways for thematic analysis was not easy. It involved going back and forth in the syllabi from concepts to topics to assigned readings and back to topics again. This procedure was followed in order to identify the congruency among the three.

Mapping the relationships and incorporating them into theoretical frameworks provided a way to join them thematically. The procedure followed was not the only way to conceptualize the theoretical domain thematically. However, this approach offered a possible way of sensemaking across variations among syllabi.

Theme 1: Theoretical and Historical Foundations

In the conceptual mapping of the knowledge base suggested by the syllabi there is no separate theoretical framework (see Figure 3). Rather, there is a joint

classification called "theoretical-historical framework." The reason for this is that theoretical constructs were diffused in the course content across syllabi.

There was not a separate topic in any syllabus on theory per se, except in those syllabi in which there was a topic on the definition of theory. On the contrary, different "theories' were dispersed within specialized subject areas. For instance, a topic on leadership encompassed role theories, motivation theories, and leadership theories. Moreover, the majority of the courses in theory did not require introductory or foundational courses as prerequisites. Consequently, it was necessary that the historical background be offered in most courses along with the conceptual foundations.

Syllabi for courses within required course sequences did not present this tendency. Instead, they indicated that the required introductory courses provided the historical background to the theoretical component of the course. Advanced core courses in theory focused on linking theory and research methodologies.

A second reason for categorizing the historical and theoretical under one framework was that the historical perspective identified three important periods in educational theory development:

(1) The orthodox traditional period;

(2) The neo-orthodox period, focusing on social and behavioral issues;

(3) The non-orthodox period, emphasizing the critique of mainstream organizational theories.

This type of classification, although found in only three syllabi, provided a useful framework for comparing the syllabi's theoretical directions across the four major schools of thought represented in the foundational literature: functionalism and systems theory; phenomenology; ethnomethodology; critical theory.

Syllabi dealing with historical perspectives on educational administrative theory typically included a strikingly similar sequence of topics:

(1) Administrative Theory (Scientific Management): Taylor, Fayol, Gulick, and Urwick;

(2) Analysis of Organizational Constructs (Bureaucracy): Max Weber;

(3) Human Relations: Elton Mayo, Fritz Roethlisberger, Mary Parker Follett;

(4) Behavioral Science: Chester Barnard, Herbert Simon;

(5) General and Social Systems Theories (opened and closed): Loosely and tightly coupled systems; "Garbage Can" Model of Decision Making.

These five integrating contexts provide the foundational structure of the conceptual knowledge base described by the 36 syllabi. The time span of theory development in the majority of syllabi started with the formulation of the principles of Scientific Management theorists in the late 19th and early 20th century up to the contemporary general or social systems theorists.

Across syllabi the recurrent purpose for the teaching of theory centered on exploring and understanding concepts, processes, and structures. The majority of course purposes were drawn from sociology, organization psychology, and management. The acquisition and development of cognitive knowledge (knowing and understanding) was further connected to its possible application to practice in educational settings.

The syllabi exhibited important variations in the degree of emphasis given to different theories within topics and across syllabi. For instance, there were courses structured around the theme of leadership and its relevant theories. Some syllabi had leadership as a subtopic of organizational change. Another syllabus focused exclusively on school effectiveness and its relevant theory and research.

Such variations of emphasis made it difficult to extract all theories and categorize them under a single "theoretical" framework. It was possible, however, to identify major sources of educational and administrative theory. Professors draw upon social, behavioral, organizational, and management sciences. Moreover, the

concept, "theory," was used interchangeably with the notion of model, perspective, view, or frame. Sometimes theory was used in the plural, sometimes in the singular. Commonly included "theories" were:

- o Leadership theories
- o Social systems theories
- o Communication theories
- o Contingency theories
- o Motivation theories
- o Role theory
- o Compliance theory
- o Change theory
- o Goal theory

Dominant models. The concept of "models" was used as a topic or subtopic to draw attention to the ways research-based models can be applied to organizational problems. In terms of frequency, the concept of model was used interchangeably with the concept of theory. Illustrative models are:

- o Leadership Models
- o Bureaucratic Model
- o Political Systems Models
- o Social Systems Models
- o Change Models
- o Decision Making Models
- o Information Models
- o Communication Models
- o Planning Models

To summarize, two sub-themes consistently characterize the theoretical-historical framework: (1) the Weberian approach to the analysis of formal organization; and (2) general and social systems theories. The most important roots of educational administrative and organizational theory lie in bureaucratic theory and the concept of scientific management. The concepts of authority, power, and control are strong correlates of bureaucratic theory and were regularly addressed in almost all of the courses. Max Weber emerges as the dominant contributor to the mainstream of thinking abut organizations. This is reflected in topics such as the following:

- o Professionals in School Bureaucracies
- o The Weberian Paradigm
- o The Educator as a Bureaucrat
- o The School as a Bureaucratic Organization
- o Market, Bureaucracy and Clan
- o Bureaucracy and Professional Interface

Also, general and social systems theories were very frequently addressed in the course syllabi. The contemporary boundaries of theoretical development in educational administration appear to be significantly informed by general and social systems theories.

Theme 2: Process and Change

The processual and technological frameworks are joined in this theme. The focus of the processual framework is on decision making and communication, the most frequent processes included in the syllabi. They are frequently treated as continuous processes, with communication being an integral part of decision making, and vice versa. Planning, organizing, directing, coordinating, and controlling are often correlated with both processes. The technological framework was difficult to separate from the processual framework; it was often associated with technical implementation of change.

Types of decision making that became common topics of courses included:

- Decision types (rational, programmed, non-programmed);
- Strategies, theories, models for structuring, implementing and recycling decisions;
- Information processes and decision making.

Illustrative topics are:

- Planning and decision making applied to effective schools;
- Participative modes of decisionmaking.

The "Communication" category comprised topics that focused on:

- Communication theories, models and types of networks;
- The importance of communication in maintaining effectiveness;
- Sustaining open channels of communication for conflict management;
- Means for putting communication skills into practice, particularly in relation to instructional issues;
- Feedback as coding-decoding and assessing messages for problem solving.

"Change" was too difficult to isolate as a separate conceptual framework since it was taught in topics that thematically might as well belong to culture and climate. It was also associated with innovation, development, and curriculum management for effectiveness. However, change was thematically considered under process and change because in a great number of syllabi it was associated with decision making for organizational revitalization (i.e., innovation). Major "change" concepts were: agents, program, development efforts, and the complexity of effectiveness. Illustrative topics included:

- o The management of organizational change;
- o Organizational change and organizational development;
- o Change in educational organizations: flux and transformation.

The technological framework comprised topics that address how to effect development as a conscious movement towards desirable organizational goals. Management methods, strategies, and tools for collecting, processing, and diffusing information about organizational structures are central to this conceptual framework. Frequent correlated concepts for topical analysis included:

- o Goal attainment (productivity);
- o Integration (efficiency);
- o Adaptation (adjustment to change);
- o Pattern maintenance (job satisfaction).

Illustrative topics included:

- o Review of organizational functions
- o Technology and organizational structure

Less frequently selected as topics on decision making and change were:

- o Decision making and change as irrational processes;
- o Decision making and change in organized anarchies;
- o Decision making and symbolic change in organized anarchies (symbolic aspects of change).

The following subtopics of this thematic component were less frequently addressed:

- o Perception: concepts, experiences, feelings, and the implications for administrators;

- o General differences: assumptions, stereotypes, competition, barriers to equity for women and minorities.

General orientations toward educational change included: research, development, and diffusion; social interaction; advocacy; power; and politics. Also included as part of these general orientations were assumptions about the nature of change, the nature of "man," and the strengths and weaknesses of methods and strategies employed in field research.

Topics on international perspectives focused almost exclusively on comparing American with Japanese corporate culture. One syllabus also included comparisons with Britain, Norway and Sweden.

Theme 3: Socio-Political Structures

This theme included the social, political, and linguistic frameworks. Actually the majority of the topics identified within this theme were social and political. They were frequently combined into one single framework: the socio-political. The focus of this framework was mainly on the institutional macro-structures at the district, state, and federal levels. Language as power was the least discussed topic.

Topics on language usually focused on data collection and information processing for description and analysis of administrative phenomena. The overall thematic purpose was that students understand and gain skills in the analysis of complex macro-problems and issues with which educational administrators are often forced to deal. The focus was on examining literature and practices from fields other than education. The course content on macro-level theories derived largely, but not exclusively, from sociology and political economy. Evidence of this trend is reflected in such topics as:

- o Schools as socio-political systems
- o Power and politics in organizations
- o The legal structure of education
- o The politics of schools and the budgetary process

The social framework centered on micro-level theories derived usually from organizational and social psychology. Typical topics at this level were:

- Effectiveness (ineffectiveness): strategy and structure
- Design and implementation: structural adaptation
- Rationality: selection and instruction
- Conflict management: complexity and behavior

Typical topics taught in this framework included political conflict, power and influence, politics, and organizational culture. Structural issues included topics on complexity, centralization, control, and coordination, including:

- Technology and organizational structure;
- Superstructure, lateral linkages, and decision-making systems;
- The contingency factors and structural variations.

Less frequent were topics on educational organizations as tight or loosely coupled systems and as organized anarchies. Illustrative topics on the micro-level approach to educational settings included the following:

- Formal and informal intraorganizational relations: the group and the individual;
- Work group characteristics: The Human Resource Model;
- Putting the research on effective schools into practice;
- School improvement programs vs. effective schools programs.

Less frequent topics were those addressing community structures as inter-organizational linkages. "Community influence and involvement" or "reading the community" were infrequent subtopics of communication or politics. Least frequent were the topics that dealt with language as a means of accessing and distributing power. Such linguistic concerns were always subtopics of communication. Some of the correlating concepts were interpersonal skills such as coding, decoding, paraphrasing, and oral and written messages.

Theme 4: Leadership

This theme was extracted from the leadership and composite frameworks. Leadership was a salient concept in the majority of syllabi. The overall emphasis was on gaining knowledge of leadership, its dimensions and definitions in theories, practices, and metaphors. Particular reference was made to the applicability of these dimensions and definitions to current leadership, especially in urban educational settings. Five correlated concepts consistently included in topical outlines for leadership were:

- Decision making
- Communication
- Motivation
- Management
- Effectiveness

The courses dealt with actors in organizational settings. Topics in this framework invariably portrayed the leader as:

- Planner for instructional improvement;
- Skilled diagnostician of problems and problem solver;
- Negotiator in conflict resolution influencing and directing action;
- Politician who provides opportunities for the various interest groups to redistribute their sources of power;
- Symbolic leader who develops shared values, symbols and rituals that can transform educational culture;
- A "cosmopolitan" whose commitment is to the profession;
- A "local" whose dedication is to the organization.

The classical literature on leaders included:

- Plato's The Philosopher Ruler in The Republic;
- Machiavelli's The Prince;
- Ellison's The Invisible Man;
- Barnard's The Functions of the Executive.

Leadership for instructional improvement focused on understanding the research on leader behavior. The emphasis was on the conceptualization of instructional leadership within the effective schools research literature. Several topics draw attention to the students' needs to understand their personal leadership styles and sources of motivation for seeking leadership positions.

Topics on motivation built on concepts that relate to leaders' traits, perceptions of their roles, and skills. Illustrative topics:

- o Motivation as it relates to high expectations for learning
- o Defining the concept of motivation
- o Overview of the research on motivation
- o Sustaining motivation and high expectations

Central theories in topics on motivation emerged from the mainstream thought on the subject, i.e., organizational psychology, and invariably included:

- o The hierarchy of needs (Abraham Maslow)
- o Theory X-Theory Y (Douglas McGregor)
- o Factor theory of motivation (Frederick Herzberg)

Interpersonal skills were associated with topics on communication, group processes, and conflict management. Less frequent were topics that included affective components of administration. Describing and checking one's feelings and giving and receiving feedback for sensemaking rather than information processing were rarely addressed.

The least frequent topics were those addressing human sensitivity to gender roles, values, and attitudes in administration. Similarly, issues about financing, salaries, and personnel were among the least frequent topics. Typically "the leader as a manager of conflict" was the role that emerged as the common topic in the majority of syllabi.

When the concept of leadership was analyzed in terms of frequency (with its correlated concepts of communication and decision making), the leader emerged out of the syllabi as a communicator, a decision maker, and a motivator. Only 5 of the 36 syllabi gave leadership gender identification and acknowledged the importance of women in administration. Only one syllabus, with the course title "Perspectives on Leadership," gave leadership color. In this course, "Black Leadership" was a topic on its own.

Theme 5: Culture and Symbols

This thematic component encompasses the cultural and the symbolic frameworks. It was not easy to isolate the cultural framework from the conceptual category of change. Concepts of improvement and change permeate topics on culture. However, because change was frequently connected to topics on decision making and communication it was described within the processual framework. This arrangement represents how the conceptual configuration of change issues was commonly addressed across syllabi. Besides change, concepts frequently associated with the conceptual category of culture included leadership, decision making, work group culture, and personality.

Culture as symbols, rituals, and sensemaking and the way culture relates to change is an emerging conceptual category. The most frequently cited sources of culture analysis were rooted in works about corporate culture in America and in Japan.

Topics dealing with climate (school climate assessment for improving and monitoring schoolwork; culture; classroom learning climate) were less frequently included in course content.

The symbolic framework was less frequently used as a separate category in course content; it was usually associated with the conceptual category of "culture as symbols." Concepts correlated with the symbolic framework included rituals, ceremonies, myth, attitudes, values, and sensemaking. Illustrative topics for this thematic component included:

- o Defining the concepts of organizational culture and climate;
- o Behavior, structure, and culture in organizations;
- o Organizational culture and communication.

Topics about metaphors as conceptual means of understanding organizations centered on images of organizations as machines, brains, organisms, culture, political

systems, psychic prisons, flux and transformation, and domination (Morgan, 1986). Smircich's (1983) notion of culture as a root metaphor was less frequently used.

CRITICAL IMPLICATIONS

The study examined the distribution of knowledge across four schools of thought. *What, then, is the relative influence of these schools of thought on courses in organizational and administrative theory?*

The most evident discrepancy that has surfaced is between the theoretical perspectives that inform the course content of the 36 syllabi and the perspectives made available by phenomenology, ethnomethodology, and critical theory. The most frequently required textbooks express positions located within general systems theory and geared towards functionalism as defined by Burrell and Morgan (1979).

There were topics in the syllabi that implied an intention to discuss alternative paradigms but, with few exceptions, the paradigms were not labelled explicitly in the way that functionalism, bureaucracy, or systems theory were. Thus, it was not clear in the syllabi what "alternative paradigms" were to be described, examined, or criticized.

Only <u>one</u> syllabus recorded instances of topics on new perspectives and was designed to teach <u>all four</u> of Burrell and Morgan's paradigms <u>by topic</u>. The course titled, "Organizational Theory in Education," was framed by a female professor. The course objectives were:

- To introduce the major sociological paradigms underlying a wide range of theories and concomitant assumptions;
- To expose the ongoing debate between the proponents of various paradigms and the various issues associated with each;
- To provide opportunities for students to focus on each paradigm to determine implications for theory development, for research activities, and for practical applications.

The required textbooks used for the course were:

- o Burrell and Morgan, Sociological Paradigms (1979)
- o Cusick (1973), Inside High School
- o Morgan (1986), Images of Organizations

In addition, the topics were supported by a selected bibliography. Authors writing from perspectives other than functionalism (and from countries outside of the United States) included Bates, Giroux, Gronn, Popkewitz, and Watkins.

Two other syllabi included chapters or excerpts from Burrell and Morgan. One required the first three chapters of Sociological Paradigms. The study of their comparative analytic framework was, however, one of four course sub-units under the general topic, "What are Complex Organizations?" The other syllabus included the same authors among a cluster of nine various readings under the title, "Theories of Information and Decision Making."

Finally, only one syllabus, prepared by a male professor, included topics on symbolic interactionism and ethnomethodology. It had no topical outline but it included a variety of 23 articles on the micro-sociology of education. This course followed an introductory one that focused on macro-sociology.

It is possible for one to argue that courses which required readings from books such as Paradigms and Promises: New Approaches to Educational Administration (Foster, 1986), and Organizational Theory and Inquiry: The Paradigm Revolution (Lincoln, 1985), were making new perspectives available to students. Nevertheless, if a perspective did not make it to the course content as a topic, it was difficult to record what was highlighted for topical discussions.

There was a discernible trend towards critical theory but it was more apparent in the readings or course objectives than in the topical outlines. It is noteworthy that out of 36 course bibliographies examined, only a few cited authors who write from the critical or interpretive/phenomenological perspective. Since many

representatives of these perspectives come from Great Britain, Australia, and Canada, the contributions of comparative, international perspectives to educational theory were to a great extent also under-represented. Bowles, Gintis, and Thomas Greenfield were included in only one syllabus, and only as subjects for book reviews. Articles by Benson, Bates, Watkins, Giroux, Apple, and Freire were also only once included in required readings. Giroux's work on transformational education and critical pedagogy was cited in only one of the 36 course bibliographies.

What made the absence of all these authors striking is the overwhelming variety of other scholars studied and theories cited. While the diversity of writings included in the syllabi from within the general social systems framework is great, there is little evidence to suggest that this diversity extends much beyond the boundaries of functionalism. The use of such concepts as "loosely coupled systems" and "organized anarchy" suggest a shift of direction within the dominant perspective but not necessarily beyond it.

Intra-paradigm shifts do not necessarily indicate paradigm change. As Burrell and Morgan (1979) argue, debates within the same paradigm differ in the degree and manner in which the various proponents subscribe to and address the basic assumptions about science and society. In their view the current debates within the functionalist paradigm are "friendly" and "constructive" and focus mainly on the refinement of particular models, improvement of research methods, and technical developments.

The overall emphasis on models that has been observed across syllabi may lead students to think that a model is a theory. Pohland (1988) points out that "models based upon positivistic, functionalist, applied science orientations are indeed training models" (p. 32, emphasis added). "Training" as a conceptual framework for teaching

excludes "asking questions, weighing evidence and, in short, demanding and receiving a justification of rules, principles, or claims of fact" (Green, 1968, p. 31).

One syllabus introduced its course content by making the following distinction drawn from Hoy and Miskel (1982), p. 20:

> "Theory is a set of interrelated concepts, assumptions and generalizations that systematically describes and explains regularities in behavior in educational organizations. Moreover, hypotheses may be derived from the theory to predict additional relationships among the concepts of the system."

However, as Coombs, et al. pointed out (1964), pp. 25-16:

> "A model is not, itself, a theory; it is only a potential theory until a segment of the real work has been mapped into it. Then the model becomes a theory about the real world. As a theory, it can be accepted or rejected on the basis of how well it works. As a model, it can only be right or wrong on logical grounds. A model must satisfy only internal criteria; a theory must satisfy external criteria as well."

How a theory must or can satisfy external criteria has been put forward by the four schools of thought already reviewed. Three of them (phenomenology, ethnomethodology, and critical theory) suggest that external criteria extend beyond the triad of description, explanation, and prediction. *Valuative and moral criteria need also to be addressed for theoretical empowerment.*

The content analysis of the syllabi described in this study indicates that the courses examined still adopt a perspective that does not fully account for external criteria other than description, explanation, and prediction. The courses continue to emphasize the mainstream thought of organizational theory, i.e., the social systems theories. This does not mean that the course coverage is incorrect. However, it does suggest that it is incomplete as long as it fails to provide connection with the values and subjective constructions of reality that are so significantly embedded in the salient social problems alluded to earlier in this paper.

Nevertheless, consistent with the intent of the study to describe and contrast what is included and dominant in the syllabi with what is excluded or underplayed,

the findings suggest that it is more accurate to say that most (not all) of the theory taught in educational administration is functionalist. *It is important to note that signs of truly alternative perspectives are visible in the syllabi.* However, they are still infrequent and often hidden away in reading lists instead of being highlighted in topical outlines. Could it be that they take the form of "negotiated realities" in some classrooms?

Judging from the recent dates of publication of the required textbooks and readings these professors used in relation to topics for discussion, it is possible to infer that the theoretical domain informing the courses is cautiously moving out of its 19th and early 20th century scientific management ideology. But it is neither consistently nor systematically incorporating phenomenological, radical, or ethnomethodological perspectives, at least in terms of the topics, themes, and concepts of the theoretical domain. However, ethnographic approaches were more evident in sections of the syllabi that called the students' attention to research in the field.

It seems appropriate in this context to relate the findings of a partial analysis done of six research seminar syllabi that were received. Seminar topics commonly focused on the integration of qualitative and quantitative processes, effects, and methods of inquiry as they are currently employed in educational research. Topics included: philosophical inquiry; historiography; experimental and quasi-experimental design; descriptive and inferential statistics; surveys; case studies; and ethnographic research methods. The application of these methods in educational settings and the use of research information in policy analysis and program management were also considered.

One syllabus in the group of research seminars was exclusively framed around "intensive critical ethnography." That was defined as "research with emancipatory

means and purposes," in contrast to the theoretical "varieties of positivism and naturalism and 'masculinist' social science." The intent was to assess whether the conventional distinctions made between qualitative and quantitative research methods are adequate in explaining their differences and limitations. Included for topical discussion were practical and ethical dilemmas of research design and of gaining access to and establishing field work relationships and reciprocity with research subjects.

Based on this evidence it is possible to argue that in the research seminars the trend towards qualitative methods is well underway. This is a significant development because the theoretical assumptions of qualitative research are different from those in which quantitative methods are grounded. Qualitative research may also provide a more appropriate and meaningful way of linking theory to research and practice than the methods already in use. It seems logical to argue that if the increasing trend towards qualitative research continues, educational administrative theorists will find it difficult to justify their insistence on using functionalistic approaches that focus on genderless, colorless, and raceless systems of information processing and decision making.

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APPENDIX

Inventory of Bibliographies Included with Course Syllabi

The Syllabi Bibliography

Required Textbooks

Baldridge, J. V., & Deal, T. (Eds.). (1983). The dynamics of organizational change in education. Berkeley, CA: McCutchan.

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ABOUT THE NATIONAL POLICY BOARD FOR EDUCATIONAL ADMINISTRATION

The National Policy Board for Educational Administration is representative of practitioners, faculty members, and policy makers in the field of educational administration who are committed to reform in their profession. The Board was officially formed on January 20, 1988.

The National Policy Board consists of representatives from the following ten member organizations:

- American Association of Colleges for Teacher Education
- American Association of School Administrators
- Association for Supervision and Curriculum Development
- Association of School Business Officials
- Council of Chief State School Officers
- National Association of Elementary School Principals
- National Association of Secondary School Principals
- National Council of Professors of Educational Administration
- National School Boards Association
- University Council for Educational Administration

The Board's charter outlines three purposes:

(1) To develop, disseminate, and implement professional models for the preparation of educational leaders;

(2) To increase the recruitment and placement of women and minorities in positions of educational leadership; and

(3) To establish a national certifying board for educational administrators.